

## Message Text

SECRET

PAGE 01 CAIRO 05450 181551Z

ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W

-----095975 181553Z /42

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FM AMEMBASSY CAIRO

TO SECSTATE WASHDC NIACT IMMEDIATE 5717

INFO AMEMBASSY ADDIS ABABA NIACT IMMEDIATE

AMEMBASSY MOGADISCIO NIACT IMMEDIATE

USMISSION USUN NEW YORK NIACT IMMEDIATE

S E C R E T CAIRO 05450

EXDIS

E.O. 11652: GDS

TAGS: PBOR PORG UNSC ET SO EG

SUBJECT: HORN OF AFRICA DEVELOPMENTS -- TALKS WITH GHALI

- RE POSSIBLE SECURITY COUNCIL ACTION

REF: (A) CAIRO 5446, (B) STATE 42000, (C) CAIRO 4926,

(D) USUN 511, (E) LAGOS 0880, (F) MOGADISCIO 290,

(G) CAIRO 5132

1. AFTER I MET WITH SADAT AND MUBARAK THIS MORNING, I CALLED ON ACTING FONMIN BOUTROS GHALI TO BRING HIM UP TO DATE ON HORN OF AFRICA DEVELOPMENTS. I WENT THROUGH THE SAME POINTS THAT I MADE TO SADAT AND MUBARAK, BUT WITH SOME ELABORATION. I EXPLAINED REASONS WHY I BELIEVE IT IS TIME FOR UNSC TO ACT AND GAVE GHALI "ELEMENTS" OF A RESOLUTION WHICH WE BELIEVE MIGHT BE HELPFUL. I STRESSED OUR PURPOSE NOT TO TRY TO FIX BLAME, BUT RATHER TO TRY TO ARRIVE AT A CONSENSUS AND FRAMEWORK FOR A NEGOTIATED SETTLEMENT. WE ATTACH GREAT IMPORTANCE TO HAVING NEW UNSC RESOLUTION SUPPORT OAU MEDIATION EFFORTS. WE DO NOT BELIEVE GOE SHOULD TAKE LEAD IN CALLING UNSC MEETING, BUT WOULD APPRECIATE EGYPTIAN  
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BEHIND-THE-SCENES SUPPORT WITH OTHER AFRICAN AND ARAB GOVERNMENTS. I THEN DREW SPECIAL ATTENTION TO OPERATIVE PARAS 2B AND C OF PROPOSED RESOLUTION AND SAID WE WOULD WELCOME GOE ADVICE AND ASSISTANCE IN PRESSING FOR THEM.

2. GHALI SAID THAT GOE IS ANXIOUS TO SUPPORT ANY REASONABLE EFFORT TO DEFUSE HORN OF AFRICA SITUATION, BUT

WONDERED IF IT IS NOT ALREADY TOO LATE FOR A UNSC RESOLUTION. HE THOUGHT THAT THE SOVIETS WILL ALMOST SURELY VETO IT. IN LOOKING OVER THE DRAFT ELEMENTS, HE SUGGESTED THAT IN ADDITION TO ARTICLE 53 WE SHOULD KEEP IN MIND ARTICLE 52, ESPECIALLY HAVING IN MIND AFRICAN EMPHASIS ON REGIONAL PROBLEMS BEING SETTLED BY REGIONAL STATES. RE ARRANGEMENT OPERATIVE PARAS, HIS PRELIMINARY REACTION WAS THAT A CEASE-FIRE SHOULD BE THE FIRST STEP. THIS SHOULD BE FOLLOWED BY SOMALI WITHDRAWAL FROM OGADEN AND, AS A THIRD STEP, A REQUEST FOR ALL FOREIGN FORCES TO WITHDRAW FROM THE HORN OF AFRICA REGION. IN ITS PRESENT FORM, GHALI REITERATED, HE THOUGHT OUR DRAFT RESOLUTION IS LIKELY TO BE VETOED BY THE SOVIETS. HE ACKNOWLEDGED THAT THIS MIGHT ALSO BE THE CASE WITH THE REARRANGEMENT OF THE OPERATIVE SEQUENCE, BUT EXPRESSED PERSONAL VIEW THAT THERE IS LESS DANGER OF SOVIET VETO IF CEASE-FIRE CAN BE TRADED FOR WITHDRAWAL OF SOMALI FORCES. SOVIET AND CUBAN WITHDRAWAL SHOULD ALSO BE INSISTED UPON BUT THIS HE THOUGHT WILL HAVE TO COME LATER.

3. SINCE OUR TALK WAS FREQUENTLY INTERRUPTED BY URGENT MESSAGES AND TELEPHONE CALLS HAVING TO DO WITH TODAY'S TERRORIST INCIDENT AT NICOSIA HILTON, IT WAS CLEAR THAT GHALI WAS HAVING DIFFICULTY FOCUSING ON THE HORN OF AFRICA SITUATION. I THEREFORE TOLD HIM

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THAT IF HE WISHED TO STUDY THE MATTER BEFORE GIVING CONSIDERED REPLY, THIS WAS AGREEABLE. I WOULD BE AVAILABLE TO CONTINUE THE DISCUSSION WITH HIM ANY TIME TODAY OR TOMORROW. GHALI NOTED GOE IS DEEPLY CONCERNED ABOUT HORN OF AFRICA DEVELOPMENTS AND WANTS TO DO EVERYTHING POSSIBLE TO HELP RESOLUTION. HE WOULD WISH TO STUDY THE MATTER SOME MORE BEFORE GIVING A REPLY, AND UNDERTOOK TO BE IN TOUCH WITH ME AS SOON AS POSSIBLE. HE ALSO ASKED IF WE HAVE HEARD ANY REPORT AS YET ON DAVID AARON'S TALKS IN ETHIOPIA. THESE, HE SPECULATED, MIGHT OFFER SOME CLUE AS TO HOW FAR ETHIOPIA WILLING TO GO AT THIS TIME IN COOPERATING WITH OAU MEDIATION EFFORTS OR OTHER MEANS TO RESOLVE THE PROBLEM.

4. WILL FOLLOW UP AS APPROPRIATE. EILTS

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NNN

## Message Attributes

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**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
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**Draft Date:** 18 feb 1978  
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**Decaption Note:** 25 YEAR REVIEW  
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**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
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